

Message Text

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ACTION OES-06

INFO OCT-01 EUR-12 EA-07 ISO-00 ACDA-07 AGRE-00 AID-05
CEA-01 CEQ-01 CG-00 CIAE-00 COME-00 DLOS-06 DODE-00
DOTE-00 EB-08 EPA-01 ERDA-05 FMC-01 TRSE-00 H-01
INR-07 INT-05 IO-13 JUSE-00 L-03 NSAE-00 NSC-05
NSF-01 OMB-01 PA-01 PM-04 PRS-01 SP-02 SS-15 USIA-06
SAL-01 FEA-01 /128 W

-----041122Z 019220 /23-12

P R 040925Z MAR 77

FM AMEMBASSY TOKYO

TO SECSTATE WASHDC PRIORITY 5895

INFO AMEMBASSY MOSCOW

AMEMBASSY SEOUL

AMEMBASSY TAIPEI

USMISSION EC BRUSSELS

USLO PEKING

C O N F I D E N T I A L TOKYO 3069

E.O. 11652: GDS

TAGS: EFIS, JA, PFOR, KS, TW, UR

SUBJECT: JAPAN-USSR FISHERY NEGOTIATIONS

REF: A) TOKYO 3729 B) TOKYO 2001 C) STATE 047640

1. SUMMARY: FRAMEWORK FOR JAPAN-SOVIET NEGOTIATIONS ON JAPANESE ACCESS TO SOVIET 200 MILE FISHERIES ZONE, BUT LITTLE ELSE, WAS AGREED IN FOUR DAYS OF ARDUOUS DISCUSSIONS IN MOSCOW AT MINISTERIAL LEVEL, ACCORDING TO GOJ SOURCES. IN EXCHANGE OF NOTES ON MARCH 3, JAPAN AND SOVIETS ANNOUNCED INTENTION TO NEGOTIATE PROVISIONAL AGREEMENT. RUSSIANS HAVE INSISTED THAT AGREEMENT BE REACHED BY MARCH 31; IN MEANTIME JAPANESE WERE AUTHORIZED TO CONTINUE ALL BUT (AT THIS SEASON) SMALL SALMON AND HERRING FISHERIES IN SOVIET ZONE. SOVIET INTENTIONS, SHOULD PROVISIONAL AGREEMENT NOT BE REACHED BY MONTH'S END, UNCLEAR. USSR DID NOT RAISE NORTHERN TERRITORIES ISSUE IN CONTEXT OF
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FISHING TALKS, BUT SOVIETS WERE "OBTUSE" WITH REGARD TO JAPANESE NEED FOR DIET RATIFICATION OF ANY ARRANGEMENT REACHED WITH REGARD TO SOVIET ZONE. GOJ SOURCES FORECAST TO EMBASSY BOTH VERY DIFFICULT NEGOTIATIONS WITH SOVIETS AND GOJ DECISION TO PRESENT TO DIET, COINCIDENT WITH NEW JAPAN-SOVIET FISHERIES AGREEMENT, BILL TO ESTABLISH JAPANESE 200- MILE ZONE VIS-A-VIS COUNTRIES WHICH HAD ESTABLISHED SIMILAR ZONES. END SUMMARY.

2. YONEZAWA OF THE JAPAN FISHERY AGENCY BRIEFED FISHATT ON CONTENTS OF EXCHANGE OF NOTES THAT WERE AGREED UPON BY MINISTER SUZUKI AND MINISTER ISHKOV AT FISHERY NEGOTIATIONS CONCLUDED MARCH 3 IN MOSCOW AND ON POINTS RELATED TO THE NEGOTIATIONS. AGREEMENT APPEARS TO HAVE BEEN REACHED ON THE FOLLOWING ALTHOUGH ALL NOT SPECIFICALLY MENTIONED IN THE EXCHANGE OF NOTES.

A) JAPAN AND THE SOVIET UNION HAVE AGREED TO NEGOTIATE THE CONTINUATION OF JAPANESE FISHING IN THE SOVIET 200 MILE ZONE;

B) JAPAN WILL DECLARE A 200 MILE FISHERY ZONE BUT THE TIME WAS NOT SPECIFIED;

C) THE AGREEMENT OR AGREEMENTS WILL INCLUDE BOTH PROVISIONAL AND LONG TERM ARRANGEMENTS. THE PROVISIONAL AGREEMENT WILL CONTROL FISHING IN 1977 OR UNTIL A LONG TERM ARRANGEMENT HAS BEEN ACHIEVED. (THE U.S.-JAPAN AGREEMENT APPEARS TO BE A MODEL FOR FURTHER JAPAN-USSR NEGOTIATIONS). NEGOTIATIONS TO DEVELOP THE PROVISIONAL AGREEMENT WILL START MARCH 15 AND ARE TO BE CONCLUDED BY MARCH 31. THE TIME AND PLACE FOR NEGOTIATING A LONG TERM AGREEMENT HAS NOT BEEN SPECIFIED.

D) THE SOVIET UNION WILL PERMIT CONTINUATION OF FISHING UNTIL THE PROVISIONAL AGREEMENT IS CONCLUDED EXCEPT THAT IN MARCH JAPAN HAS AGREED TO REFRAIN FROM SALMON AND HERRING FISHING.

E) CONCURRENT WITH NEGOTIATIONS IN MOSCOW ON THE PROVISIONAL AGREEMENT STARTING MARCH 15, OTHER MEETINGS WILL DETERMINE QUOTAS FOR CRAB, SNAILS, POLLOCK AND OTHER SPECIES.

F) IN ADDITION TO THE MEETINGS COMMENCING MARCH 15 IN MOSCOW, THE ANNUAL JAPAN-USSR COMMISSION MEETING WILL TAKE PLACE
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IN TOKYO COMMENCING ALSO MARCH 15 AND WILL COVER FISHING FOR SALMON AND HERRING. JAPAN EXPECTS THE SOVIETS TO SUBMIT A NOTICE OF INTENT TO TERMINATE THE TREATY ESTABLISHING THE COMMISSION. THE TREATY WILL REMAIN IN EFFECT ONE YEAR AFTER NOTICE OF INTENT HAS BEEN GIVEN.

3. YONEZAWA WOULD NOT SPECULATE ON CONSEQUENCES IF PROVISIONAL AGREEMENT IS NOT REACHED BY END OF MARCH. JAPANESE HAD AGREED TO SUSPEND SALMON AND HERRING FISHERIES DURING MARCH, HE SAID, BECAUSE SOVIETS EVIDENTLY NEEDED TO SHOW SOME CONCESSION BY JAPAN. LARGE JAPANESE SALMON AND HERRING FISHERIES DO NOT START UNTIL MAY, SO JAPANESE "CONCESSION" AFFECTS ONLY ABOUT 110 HERRING VESSELS AND SEVERAL SMALL SALMON VESSELS. FROM A PRACTICAL STANDPOINT, YONEZAWA SAID, JAPAN COULD AFFORD TO YIELD SALMON AND HERRING RIGHTS DURING APRIL ALSO.

4. JAPANESE EXPECTED, YONEZAWA SAID, A VERY DIFFICULT PERIOD AHEAD IN NEGOTIATIONS WITH THE SOVIETS. IN SEPARATE CONVERSATION WITH EMBOFF, FONOFF FIRST EAST EUROPE DIVISION DEPUTY DIRECTOR

MORIHISE AOKI MADE SAME POINT. INITIAL TALKS BETWEEN SUZUKI AND ISHKOV HAD ACHIEVED FRAMEWORK FOR NEGOTIATIONS, BUT SOVIETS HAD GIVEN LITTLE INDICATION OF INTENT TO BE ACCOMMODATING. AOKI SAID ISHKOV STUCK TO FISHERIES QUESTIONS, AND DID NOT COMPLICATE MATTERS BY FURTHER PRESSING JAPANESE ON NORTHERN TERRITORIES ISSUE (REF A) OR ALLUDING TO OTHER BILATERAL QUESTIONS, E.G., JAPANESE HANDLING OF MIG-25 INCIDENT. HOWEVER, SOVIETS WERE QUITE OBTUSE REGARDING JAPANESE NEED TO OBTAIN DIET RATIFICATION OF PROJECTED PROVISIONAL AGREEMENT. THEY KEPT ASKING, AOKI SAID, WHY GOJ COULD NOT MANAGE MATTER BY CABINET ORDER, AND FAST; THIS CAUSED THE TALKS TO RUN TWO DAYS OVERTIME.

5. AOKI SAID THAT GOJ NOW CONTEMPLATED PRESENTING PROVISIONAL AGREEMENT WITH RUSSIANS TO DIET AT SAME TIME AS BILL TO DECLARE JAPANESE 200 MILE EFZ VIS-A-VIS THOSE NATIONS WHICH HAVE ESTABLISHED 200 MILE ZONES. INASMUCH AS MFN TREATMENT NEED NOT NECESSARILY BE ACCORDED ON FISHERIES, IDEA SEEMS FEASIBLE;
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NONETHELESS LEGAL ANALYSIS AND POLITICAL GROUNDWORK FOR THIS MOVE WOULD TAKE SOME TIME. AOKI THOUGHT IT DOUBTFUL THAT GOJ WOULD BE IN A POSITION TO SEEK DIET ACTION DURING AUTUMN SESSION. THE SOVIETS WOULD HAVE TO BE PERSUADED, HE THOUGHT, THAT RATIFICATION OF PROVISIONAL AGREEMENT WOULD NOT BE POSSIBLE BEFORE SPRING OF 1978.
SHOESMITH

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